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ABSTRACT

This information analysis paper examines the Educational Amendments of 1976 projecting the effect of the amendments of vocational and technical education which may result and discussing immediate as well as long-range implications of the amendments. Organization of the paper is around areas of special legislative emphasis that will create the greatest change in vocational education: planning, data and information, evaluation, elimination of sex bias and sex stereotyping, special groups (disadvantaged, handicapped, English deficient), and program improvement (research and curriculum). Overall directives of the amendments are summarized and changes in internal operations of departments and programs of vocational education and changes that affect vocational education's relationships with other agencies such as the Comprehensive Employment and Training Act and with the public are discussed. Noting that the law is a good one but that there are problems with how it is funded, the author concludes that planning, data and information, and evaluation systems will probably become more sophisticated and will involve and influence a much broader segment of society, that the thrust to eliminate sex bias and stereotyping will hopefully cause vocational education to become more open and accepting in both programs and staffing, and that research has a tremendous challenge in providing the understanding and knowledge needed to channel change. (TA)

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THE EDUCATIONAL AMENDMENTS OF 1976 AND THEIR IMPLICATIONS FOR VOCATIONAL EDUCATION

A Position Paper

written by

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FOREWORD

The Educational Resources Information Center on Career Education (ERIC/CE) is one of sixteen clearinghouses in a nationwide information system that is funded by the National Institute of Education. The scope of work for ERIC/CE includes the fields of adult-continuing, career, and vocational-technical education. One of the functions of the Clearinghouse is to interpret the literature that is related to each of these fields. This paper should be of particular interest to local and state administrators of vocational education.

The profession is indebted to William W. Stevenson for his scholarship in the preparation of this paper. Recognition is also due Garry Bice, University of Tennessee and Steven J. Gyuro, The Center for Vocational Education, The Ohio State University, for their critical review of the manuscript prior to its final revision and publication. Wesley E. Budke, Vocational-Technical Specialist at the ERIC Clearinghouse on Career Education, supervised the publication's development. Madelon Plaisted and Jo-Ann Cherry coordinated the production of the paper for publication.

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This information analysis paper examines the Educational Amendments of 1976 projecting the effect of the amendments of vocational and technical education which may result and discussing immediate as well as long-range implications of the amendments. Organization of the paper is around areas of special legislative emphasis that will create the greatest change in vocational education: planning, data and information, evaluation, elimination of sex bias and sex stereotyping, special groups (disadvantaged, handicapped, English deficient), and program improvement (research and curriculum). Overall directives of the amendments are summarized and changes in internal operations of departments and programs of vocational education and changes that affect vocational education's relationships with other agencies such as the Comprehensive Employment and Training Act and with the public are discussed. Noting that the law is a good one but that there are problems with how it is funded, the author concludes that planning, data and information, and evaluation systems will probably become more sophisticated and will involve and influence a much broader segment of society, that the thrust to eliminate sex bias and stereotyping will hopefully cause vocational education to become more open and accepting in both programs and staffing, and that research has a tremendous challenge in providing the understanding and knowledge needed to channel change. (TA)

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IDEN::*Educational Amendments 1976

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INTRODUCTION

The purpose of this paper is to look at the Educational Amendments of 1976 and attempt to project the effect of the amendments on vocational and technical education. Immediate as well as long-range implications will be discussed. These implications are drawn from my best judgment based on my work with the Task Force on Regulations for Vocational Education and from discussions with vocational staff from various states who have responsibility for implementation of the legislation. Even before the regulations are finalized some immediate effects can be observed. Additional results that will occur in the near future can be anticipated with a high degree of confidence. The forecasting of long-range effects is much more tenuous and is attempted with much less certainty. This paper will neither explain what a state should do to comply with the legislation nor will it give operational guidelines for administrators. Those directions can be gathered from the legislation or from the regulations. What is proposed is a look ahead, an attempt to predict the future, and an effort to respond to the question of what might be.

This paper is organized around areas of special legislative emphasis that, in my opinion, will create the greatest change in vocational education. The first section will deal with an overview of the Educational Amendments of 1976 and areas of emphasis for vocational education. Some of the overall directives of the amendments will be discussed. The remaining parts of the paper will deal with those areas of special interest which, in my opinion, will render the most extensive changes in vocational education. Changes in internal operations of departments and programs of vocational education and changes that affect our relationships with other agencies and with the public will be discussed. Hopefully this is only one in a series of careful analyses of how vocational education may respond to the new legislation. The Occasional Paper which Dr. James Bottoms did for the Center for Vocational Education entitled *Implications of the New Vocational Education Legislation for Program Research and Development* is another view of this same subject. Responses to the Notice of Intent to publish regulations received through the public meetings in each state are also an attempt to predict the results of and respond to the content of the legislation. This dialogue should continue to explore alternatives and to forecast outcomes.

EDUCATIONAL AMENDMENTS OF 1976

The Educational Amendments of 1976 are far reaching and yet prescriptive in nature. Many suggestions of the past made by the Congress have been mandated in the new legislation. The Congress has assumed responsibility for molding the shape of vocational education for the future. Changes will result from this legislative action. I have attempted to identify the areas of emphasis--the areas of vocational education which will be most affected by the act of Congress. These areas of emphasis are:

1. Planning
2. Data and information
3. Evaluation
4. Elimination of sex bias and sex stereotyping
5. Special groups--disadvantaged, handicapped, English deficient
6. Program improvement

The immediate implications or results may be quite different from those achieved in the long range. A philosophy used by the Area Manpower Institute for Development of Staff (AMIDS) is:

> It is easier to act ourselves into a new way of thinking than it is to think ourselves into a new way of acting.

It seems that many of our biases and prejudices are largely a matter of habit. Acting in a different way seems to change our thinking. The immediate implication of the vocational education legislation is that it will force us to act in a different way, to think and react differently. Parts of the law which will cause changed action and thinking will be obvious as we begin to consider the areas of emphasis and their effects on those of us in vocational education.

COORDINATION WITH CETA

A major implication of the act will be that we will coordinate our work with other acts and agencies. Obviously vocational education must be conscious of what others in the field of occupational training are doing. Coordination and cooperation with the Comprehensive Employment and Training Act (CETA) are emphatically prescribed in the legislation. Jack Jennings, Counsel, House Subcommittee on

Elementary, Secondary, and Vocational Education, in his remarks at the Joint National Labor Market Information Workshop of state vocational educators and employment security personnel in St. Louis in February, talked about the jealousies and rivalries that exist between those who operate programs of vocational education and other employment training programs. Mr. Jennings in his presentation pointed out what the Congress had done with the Vocational Education Amendments of 1976 and predicted the ways in which CETA legislation may be amended to promote further cooperation between the two agencies. Mr. Jennings, in describing how the amendments stressed coordination with CETA, pointed to three areas: planning, other linkages, and data use. States are made responsible for "improved planning in the use of all resources available to them for vocational education and manpower training." The linkages referred to required reciprocal representation of vocational education and employment training councils. These bodies are to jointly review needs and to report on whether present programs are providing a coordinated approach to meeting such needs. The third area in which the Congress stressed coordination between CETA and vocational education was in data collection and use. The relevance of the data and the response of both agencies in assuring that training is provided in light of realistic job opportunities are clearly the intent of the legislation and the challenge of vocational education and CETA.

The immediate implications are that states must make a cohesive effort to relieve the deficiencies in job preparation, in updating the linking of vocational education and CETA through coordinated planning, data collection, and usage. In the long view, it can be predicted that the two agencies will find ways to work together in the analysis of state and national training needs and the realistic evaluation and delivery of coordinated training efforts. and the realistic evaluation and delivery of coordinated training efforts.

COMPLIANCE WITH PUBLIC LAW 94-142

The legislation also makes it imperative that we become familiar with and work closely with those involved in Public Law 94-142, the handicapped legislation. As will be observed throughout the Educational Amendments, as well as the Education for all Handicapped Children Act, the Congress has been almost embarrassingly specific in clarifying its meaning. (Could it be that legislators feel that educators have not listened to or understand past messages?) This

legislation states clearly that the agencies responsible for the implementation of these two acts must work together in assuring a "free appropriate education" to all "qualified handicapped persons." Each school must "undertake to identify and locate every qualified handicapped person" and notify that person of the districts' responsibilities under the law. The Congress insists on inclusion of handicapped persons in regular programs and "facilities that are readily accessible to and usable by handicapped persons." Educational organizations must take "positive steps" to employ and advance in employment "qualified handicapped persons." In addition, an individualized educational plan must be developed for every handicapped student.

Some progress is apparent. I recently attended a workshop for teachers and counselors designed to asist them in working with handicapped students. The interesting thing is that the curriculum was designed by one institution, and the workshop was conducted by another institution using staff of one department and a course number from another. Sponsorship and facilities were provided by an area vocational-technical school, and the workshop was attended by representatives of approximately five state and federal agencies.

This is an encouraging sign when contrasted with a meeting of high school administrators at which the main topic of discussion was "How can we keep these parents and businessmen and students from getting involved in how we run the school?" Those superintendents seemed to look back on bygone days when they were the sole decision makers about educational policy in their local communities with such fondness that they were unable to realize that they are now living in a different world.

Again, the immediate implication is that vocational educators must adopt new procedures to meet the legislative mandates mentioned above. The long-range implication is that we, in vocational education under the stimulus of the Vocational Education Amendments of 1976, will move to a new stage of cooperation and coordination with all those involved in and affected by decisions on vocational education.

PRESCRIPTIVE NATURE OF THE LEGISLATION

Public Law 94-482 is a very prescriptive act. It may be so prescriptive that in some instances it becomes restrictive--for example, the

specification of the 20 percent set aside for guidance and counseling (sec. 134). Many states are presently spending much more than this on guidance and counseling for vocational education. While they are not prohibited from spending over this amount, in many instances the minimum may also become the maximum. Also, the move to prescribe the amounts to be spent for administration and to define administration in a narrower context will, in many cases, eliminate some of the necessary components that have supported good decision making, good planning, and good administration in the past. The limited definition of vocational education and the limitations placed on what applied research should accomplish will in too many instances restrict much of the beneficial support provided for vocational education. These are just a few examples of the ways in which the prescriptive nature of the legislation may become restrictive and the implications of that restriction.

The fact that some of the restrictive nature of the law has been modified by the technical amendments does not totally eliminate the impression by many vocational educators that we may "zig" when we should "zag" or vice versa. Russell Graham, Vice Chairman, National Advisory Council on Vocational Education, in a June 7, 1977 letter states, "Both the 1963 and 1968 federal legislation shifted foci and emphasis of vocational education." Mr. Graham feels that this has resulted in an "erosion of the philosophic base." He suggests intensive study needs to be undertaker so that the field may catch up theoretically, conceptually, and philosophically. While it is probably true that vocational education needed the redirection provided by recent legislation culminating in the Amendments of 1976, it is equally true that a philosophic re-examination of the basic tenets of the profession is critical to our stability.

To illustrate this contention and to point up how the new legislation is requiring us to "retrofit" our thinking, we have only to look at the section on evaluation and accountability. Being practitioners, many of us in vocational education are inclined to limit our awareness to the process. We assume that if we do certain things, desired results will follow. If students are exposed to certain teachings and experiences, we assume, many times without further investigation, that expected results will occur in all students. Under present conditions, this may not be a valid assumption.

The implication of this section of the legislation is that vocational education may become more result oriented--with increasing emphasis on what the student can do rather than what has been done

to the student. We are asked to look at results achieved with a much more diverse clientele than we have had before and to modify our processes in light of these results. This requires new ways of thinking, perhaps new philosophical bases, and changes in our traditional ways of acting. Many will say "if we could just have it the way it used to be. . . ," but this is impossible and probably even undesirable. Comfort too often leads to complaisance just as consensus often leads to restriction.

PLANNING, DATA, AND INFORMATION AND EVALUATION SYSTEMS

PLANNING

One of the major aspects of the legislation deals with planning. The law is very specific as to how the planning should be done and who should be involved in preparing and reviewing the plan. For the first time, the responsibility of the state board has been defined as coordination of the development of the state plan. This leaves a large question in the minds of many as to whose responsibility it is to write the plan. Most states have felt that it is still the job of those responsible for planning in the Department of Vocational Education to actually formulate the plan and make provisions for increased involvement of many other people in reviewing, revising, and contributing to it. The immediate result of what is required in planning has been a rather cumbersome mechanism which has consumed a great deal of time and energy. In the opinion of several state planners, the law has not resulted in the desired input by the representatives of other agencies and publics although they were encouraged to make such a contribution. Considering the extent to which regional USOE offices have rejected state plans and their insistence on massive changes, the procedures outlined by Congress have not resulted in the hoped-for output.

One thing becoming increasingly obvious as we get more and more experienced in the planning process is that a concomitant level of sophistication is required to respond to or to use the results of a mature planning process and program. Unless those who are involved in reviewing the plan have the level of information and sophistication which goes into the plan, it is difficult for them to make a worthwhile contribution to improvement of that plan. It is equally true that unless the administrative arm has an equal level of sophistication with the planning arm it becomes difficult

to fully implement the plan as developed. In vocational education we have been fortunate in that the administration has nurtured and encouraged the development of planning expertise. On the other hand, many people designated by the law as involved in the planning process do not have that level of expertise, and thus the immediate results may lead us to conclude that it is a waste of time to attempt to involve others in our planning.

The long-range results of this broad involvement in planning, including representatives of the total community, will gradually develop an increased understanding and knowledge of vocational education and thus provide stronger support for what vocational education is attempting to accomplish. As others become more knowledgeable about the goals and objectives of vocational education and its contribution to the welfare of both the students and the adult society, our program will gain increased support.

INFORMATION SYSTEMS

The legislation also indicates to the states that certain data and information shall be collected to contribute to the planning process. There is great concern, probably justifiable, among vocational educators as to the amount of data that may be required at the federal level. It seems to the author that we must look at what the data and information is to be used for and what the role of the various levels of government is in its relation to vocational education. Since vocational education is managed at the state and, in many instances, at the local level these entities need a management information system. Vocational education is not managed from the federal level. The "feds" need enough data to demonstrate to Congress that monies appropriated have been spent efficiently and that the desired results have been achieved (accountability). Those working at the federal level need additional information to convince the Congress that there is still a need for expanding programs of vocational education (planning). Data provided to the federal level should support these two purposes.

We need a very sophisticated and extensive data and information system that will provide planners with information on which they may base decisions. The system should also be able to provide top administration with the background for accountability and management decisions. To this point many states have developed, and the implications are that all states must develop, systems of collecting, analyzing, and packaging data related to the quantity of vocational education. This quantifying data includes

information on student placement and achievement, manpower demand and supply, facilities and teachers, and other resources available to vocational education. In too many instances we have not been able to be specific in our assessment of the qualitative factors in vocational education. The long-range implication of the new legislation is that we will begin to develop the kind of information system which will provide data about the input (student ability, handicapped, disadvantaged, special needs), the process (teaching techniques, quality of curriculum, facilities, supplies, and equipment), and output (placement, success on the job, satisfaction of students and employers). Analysis of this information along with knowledge of administrative attitudes and commitments, another segment of the information system, gives direction for and shows how to achieve needed change and improvement. In the long range the act implies that vocational education must look beyond mere numbers of people and jobs and begin to analyze the ability of students, the quality of instruction, and the quality of life to which vocational education is contributing.

EVALUATION

A system of evaluation is also specified by the legislation and rather definitively described. This is one area in which I must disagree rather vehemently with the regulations as they were published in the Federal Register on October 3, 1977. As we consider program evaluation, we need to keep in central focus the major objectives we are trying to accomplish in vocational education. This means that our evaluation must be based, as the law prescribes, on placement of students and satisfaction of the employers. All other information such as condition of facilities and equipment, teacher-pupil ratios, teacher qualifications, and so forth, to be reported under program evaluation may be necessary in the accountability report, but many of those items relate to process rather than outcomes. Vocational education must stand or fall on vital data which includes numbers of people trained, numbers of people placed on jobs, and the effectiveness of training in terms of how well people are able to perform in their work. If too many other criteria are added it is easy to lose sight of or fail to focus on the major objective of preparation for employment.

However, there is also a danger in focusing too directly on placement as the only criteria for evaluation of programs. As vocational education more completely responds to the provisions of this new legislation and attempts to serve the needs of a more varied clientele, success in employment as we have traditionally

viewed it may be counterproductive. We may be encouraging a search for students most likely to succeed rather than providing for those for which vocational education may be the only option. We must find ways to start with the needs of our students and move each individual as far toward job success as that person's ability and desire allow. We must find ways of evaluating, which take into account how far our programs are able to move individuals on this continuum. We must facilitate re-entry into the system as individual experience and motivation change. Public Law 94-482 will possibly lead us to this more mature view of the role of vocational education and a resultant new approach to evaluation.

ELIMINATION OF SEX BIAS AND SEX STEREOTYPING

The strong emphasis which the Congress placed on the elimination of sex bias and sex stereotyping puts vocational education in a position to again be the leader in an innovative movement or to fail dismally in meeting this challenge which has been given to us. In my opinion, this will be the most difficult of the mandates to accomplish--the most difficult because it calls for a change in us and not simply in programs. It requires that each of us act and think differently. As women move more completely into the center of American work life, a readjustment in the attitude and actions of both men and women is required; the resultant benefits of a more equal concept of life roles can provide a more complete and satisfying experience for each of us. We may indeed be able to change the way we think after we have changed the way we act.

If we consider the anatomy of a valid decision--careful study of the facts available, consultation with appropriate others, realistically relating to the real problem not just the symptoms, and sensitivity to political and human implications--it is impossible to establish an advantage to either sex in the decision-making process. Following the dictates of this legislation with the resultant increased participation of women at the decision-making levels of vocational education, we will find a new source of support, knowledge, and sensitivity which will increase the effectiveness of vocational education for all of those who need it.

Not only does this legislation mandate our equalizing the training options to all persons, but it also requires that we make

every effort to change the thinking of those employers for whom we provide trained people. This may not be the problem many people originally thought it would be. Experience is clearly demonstrating that employers with their viewpoints of the profit motive are eager to hire competent individuals and generally use this as the sole criteria for employment. Those of us in education must become equally conscious of what constitutes true employability and shed our shroud of stereotyping. The Congress has given us the challenge. It has indicated that vocational education is the way to change society. Time will tell whether this trust of Congress was well founded.

Research must play an important role in the attempt to achieve equality in training and employment. We know too little about the ways that biases are eliminated from the thinking of individuals. We need research to help expose many of the myths which surround the "requirements" for various jobs and occupations. For example, do we know the maximum amount of weight a welder or a mechanic must be able to lift to do the job? Is it true that females, even though well trained in nontraditional occupations, may still be unemployable? How should the fifty or so full-time individuals placed in state positions designed to eliminate sex bias and sex stereotyping in vocational education proceed? What action should they take to begin this process of establishing equal treatment both for students and staff of vocational departments and schools? Much has been said about the quest for equality. A great deal of data has been collected, but very little helpful research has been done.

In the final analysis the battle will not be won in the legislature (although this will undoubtedly be helpful) or in the schools (although this can be supportive), but the victory will be recorded in the hiring halls and in the market place. Equal employment and work opportunities and equity of pay is where the gains must be made to be meaningful. The long-range implication for this part of the act, it seems to me, is that rather than judging the potential of individuals on some preconceived concept of how people in certain categories may perform, we begin to view each other in the light of our ability to contribute to the mission of vocational education.

SPECIAL GROUPS–DISADVANTAGED, HANDICAPPED, ENGLISH DEFICIENT

For the past ten years, vocational education has been urged to accept, and charged with responsibility for helping, students who need special assistance to succeed in vocational education programs. The law this year restates this mandate and gives added emphasis to the requirement that vocational education move to serve these special groups of people. Serious doubts exist in my mind as to the effectiveness of past programs for special needs students. We have moved without knowing in what direction we should be going. We have acted without fully understanding the results of our actions. We have designed programs which segregate and separate while clearly the intent of Congress is to include these people in the mainstream of vocational education training. We need research to indicate how best to assist these people in succeeding.

Immediate implications of this part of the act are that we must make some special effort, that we must be sensitive to the needs, and that we must provide for the overcoming of special deficiencies. The long-range effect of this effort may be that vocational education will truly be for all who need, want, and can use its services. It may be that we will develop the kinds of sensitivity and compassion and concern that will make vocational education truly universal.

In seeking the universality of vocational education, there is a dichotomy which offers some serious problems and requires serious consideration. As we encourage teachers to open their programs to all who have up to now been considered inappropriate or impossible to train, it seems paradoxical that we continue to see successful placement in employment as the major criteria for evaluation. In the near future, we must re-examine this position. We must find ways to encourage the inclusion and insure the success of the less able in all vocational programs.

PROGRAM IMPROVEMENT: RESEARCH AND CURRICULUM

Since returning to Oklahoma from a shortened stint with the Task Force on Regulations, I have heard more comment on the combining of exemplary programs and curriculum under the Research Coordinating Unit than any other part of the regulations. Obviously

there was much concern on the part of the members of Congress over the fact that curriculum had been too little influenced by the research which had been done. One logical conclusion from this is that Congress intended for curriculum activities to be directed by those responsible for research in the state. On the other hand, the author observed that Congress is concerned over the fact that research has had too little influence on the programs of vocational education and on the decisions made by the administration in vocational education. Following this argument, it might be conceivable that all of these should be placed under the direction of the Research Coordinating Units. These kinds of mandates may or may not accomplish the purpose intended. It seems at the moment that there is a great deal of resistance and that the mandate may have the opposite effect in the immediate future than what was intended.

It will be interesting to note differences in the effectiveness of the coordination of R&D in those states that truly implement this mandate (as clarified by the technical amendments) and those states that choose to seek other methods of achieving coordination. Additionally, there appear to be such expanding demands on research that we should resist moves that threaten to increase the administration responsibilities of those doing research. The contemplative isolation required to do objective research is not compatible with the open, available stance of the administrator.

Research does have a tremendous responsibility to look critically and objectively at the effectiveness of curriculum materials which have been developed. There are some serious and searching questions that must be asked before we proceed much farther with the development of curriculum materials as they have been in the past.

The implication is that vocational educators should, as quickly as possible, reach the point at which we can evaluate programs on the basis of individual development of competencies. If this is to be achieved, we must have curriculum materials that direct themselves to the development of the competencies required for effective employment. Research must be the instrument whereby these competencies are identified and the effectiveness of the methods of the transmission of these competencies from teacher to student must be judged. This is the mandate and the challenge to curriculum and to research.

SUMMARY AND CONCLUSIONS

I have attempted to visualize the potential effect of legislation on vocational programs and consequently on lives. Perhaps this appraisal has been too idealistic or too optimistic. The law is a good law. There are problems with how it is funded. Regular programs serving regular students seem to suffer most. Oklahoma has 1.5 million dollars less in basic grants for traditional programs. Planning, evaluation, and information systems are heavily stressed in the act, but no monies are appropriated specifically for these purposes. Elimination of sex stereotyping and sex bias is emphasized but no funds are directly available to influence change. Even funds for programs having special needs must now be matched by state or local funds. Discretionary funds are meaningless if the amounts are so limited that no effective effort can be launched. The potential of this legislation is being limited by a reduction of funds to provide the alternatives envisioned.

This paper has reviewed some of the areas of emphasis in the Educational Amendments of 1976 and attempted to project the changes in vocational education which may result. Planning, data and information, and evaluation systems will probably become more sophisticated and will involve and influence a much broader segment of society. The thrust to eliminate sex bias and sex stereotyping will hopefully cause vocational education to become more open and accepting in both programs and staffing. Projection indicates that additional study and effort is needed to make vocational education truly universal in serving clientele with special needs. Research has a tremendous challenge in providing the understanding and knowledge needed to channel change to assure beneficial results.

A FINAL THOUGHT

As one studies this legislation and attempts to pierce the clouded curtain of the future to answer the question, "What will be the results of this action?" many possibilities emerge. The Congress is sending a message to us that calls for the best that we can be; that urges us to catch a new vision, with them, about what work can be in this country; and to become partners with them in assuring every person his or her rightful access to a complete and

meaningful education leading to a productive and fulfilling life.

Obviously Congress is no longer satisfied with a vocational education program that accurately reflects the labor market with all its exclusions, restrictions, and traditions. This legislative act is demanding vocational education that can indirectly remold the work place into a more open, accepting, and responsive institution. As students in vocational education are exposed to and learn acceptance of a broad spectrum of individual differences, they may lead our society into a new attitude of tolerance for others. Mainstreaming the handicapped or the less advantaged, providing assistance for those who have problems with the language, or encouraging exploration and training in nontraditional programs may be the key that Hoffer suggests will "change the tilt of our social landscape."

The restructuring of a major factor in our work environment--individual attitudes--may be the most important social event of this or any legislation because the mandate affects the learning environment and may, if vocational educators respond totally, actually influence the way we work and live with each other. Willard Wirtz has said

> I used to think of politics as the moving agent of change. . . . It seems to me rather, now, that it is in the educational process alone that the seeds of change are planted and grow, and that whether any higher and better use will be made of the life experience depends ultimately on what people decide on the basis of the education they get. (p. 3)

Is it possible that the Congress has realized this also and has given vocational education an opportunity to help people work and live together more productively and happily? This is the potential and the challenge of the legislation. The realization of that promise depends on us.

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